

Message Text

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ACTION SNM-05

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TO SECSTATE WASHDC IMMEDIATE 7785

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TAGS: SNAR, MX
SUBJECT: NARCOTICS - FY 1979 INTERNATIONAL NARCOTICS
CONTROL CONGRESSIONAL PRESENTATION AND FY-1978 PROPOSED
PROJECT ACTIVITY

REF: (A) STATE 271842, (B) MEXICO 20080

1. SUMMARY: EMBASSY SUBMITTING PROJECT ACTIVITY NARRATIVE AND FUNDING LEVELS IN CONFORMITY WITH SECOND REQUIREMENT IN REF (A). FY-1978 FUNDING LEVEL IS DOLS U.S. 17.9 MILLION WHICH FOCUSES ON THE IMMEDIATE PRIORITY OF THE AG OFFICE THREE-YEAR NATIONAL PLAN; FY-1979 PROJECTED FUNDING LEVEL IS DOLS U.S. 13.5 MILLION WHICH DOES NOT ENCOMPASS ADDITIONAL AIRCRAFT RESOURCES OTHER THAN POSSIBLE REPLACEMENTS FOR DESTROYED UNITS; AND FY-1980 PROJECTED FUNDING LEVEL IS DOLS U.S. 7.2 MILLION. IT SHOULD BE NOTED, REQUESTED INFORMATION SUBMITTED IN ORDER TO MEET DEADLINE ALTHOUGH SOME FUNDING LEVELS AND SUPPORTIVE NARRATIVE STILL UNDER CONSIDERATION. END SUMMARY.

2. PROJECT GOAL: THE GOAL OF NARCOTICS ASSISTANCE TO MEXICO IS TO DEVELOP WITHIN THE MEXICAN GOVERNMENT BOTH THE CAPABILITY TO ERADICATE ILLICIT CROPS AND TO INTERDICT
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TRAFFICKING IN NARCOTICS, WHETHER PRODUCED DOMESTICALLY OR TRANSITING MEXICO EN ROUTE TO THE UNITED STATES. IN CONSONANCE WITH THIS EFFORT, THE PROJECT IS ORIENTED TO DEVELOP SELF-SUFFICIENCY IN ALL RELATED TECHNICAL ASPECTS WITHIN A FOUR-YEAR TIME FRAME AND EVENTUAL TOTAL BUDGETARY SUPPORT BY THE GOM/AG OFFICE.

3. PROJECT OBJECTIVES: PROGRESS TOWARD THE ABOVE GOAL WILL INVOLVE A SERIES OF OBJECTIVES, OUTLINED INDIVIDUALLY BELOW. WE PROPOSE TO CONTINUE CHANNELING ALL ASSISTANCE TO MEXICO THROUGH THE MEXICAN ATTORNEY GENERAL (AG) WHETHER OR NOT THE AG'S OFFICE IS THE FINAL END-USER, BOTH BECAUSE THE AG HAS LEGAL RESPONSIBILITY FOR NARCOTICS CONTROL AND BECAUSE, BY DEALING WITH ONE ENTITY, COMMODITY AND TECHNICAL ASSISTANCE CAN BE BETTER COORDINATED. IN THIS RESPECT, A PRECEDENCE HAS BEEN ESTABLISHED AS BOTH TECHNICAL AND COMMODITY SUPPORT HAS BEEN PROVIDED FOR GOM/MILITARY FORCES THROUGH THE AG OFFICE AND ITS TECHNICAL PERSONNEL.

4. ALL OF THE FOLLOWING OBJECTIVES ARE PREDICATED ON THE DESIRABILITY OF DUPLICATING THROUGHOUT THE MEXICAN REPUBLIC THE ORGANIZATION AND METHODS THAT HAVE BEEN SO EFFECTIVE IN ZONE SIX, THE AREA AROUND CULIACAN, SINALOA. TO DATE, AN OVERWHELMING AMOUNT OF THE AG'S EFFORT AND OUR ASSISTANCE HAS BEEN DIRECTED TOWARD THE OPERATION IN CULIACAN. CONSIDERABLE ADDITIONAL RESOURCES WILL BE NEEDED TO STRENGTHEN OTHER KNOWN NARCOTICS PRODUCTION AND TRAFFICKING AREAS WHICH HAVE THUS FAR BEEN SHORTCHANGED. ADDITIONALLY, A MORE MEANINGFUL EFFORT WILL BE MADE IN THE VERY EXTENSIVE AREAS WHICH HAVE A POTENTIAL FOR IL-LICIT CULTIVATION THROUGH REGULAR AERIAL MONITORING.

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A. OBJECTIVE ONE: TO UPGRADE THE AG'S AIRLIFT CAPABILITY TO SUPPORT INCREASED MILITARY TASK FORCE OPERATIONS AGAINST NARCOTICS TRAFFICKERS AND TO PERMIT SIMULTANEOUS SPRAY OPERATIONS THROUGHOUT THE REPUBLIC. THE AG'S ROTARY WING FLEET NOW CONSISTS OF 16 MEDIUM-LIFT HELICOPTERS AND 19 LIGHT HELICOPTERS. BY HISTORICAL ACCIDENT, MUCH OF THE SPRAY OPERATION UTILIZES THE MEDIUM-LIFT HELICOPTERS (THEY WERE IMMEDIATELY AVAILABLE WHEN MEXICO SHIFTED FROM MANUAL TO HERBICIDE DESTRUCTION) WHICH COULD BETTER BE USED TO SUPPORT TASK FORCE OPERATIONS. DURING FY-1978 WE RECOMMEND THE PROVISION OF 18 ADDITIONAL LIGHT HELICOPTERS (\$5.4 MILLION) WITH THE UNDERSTANDING THAT THE EXISTING MEDIUM-LIFT HELICOPTERS WILL BE RECONVERTED FROM SPRAY TO TROOP-LIFT MISSIONS EXCEPT FOR A MINIMUM NUMBER WHICH WILL CONTINUE TO BE USED FOR SPRAYING EXCEPTIONALLY HIGH ALTITUDES. A PAYLOAD-HOUR ANALYSIS INDICATES THAT THERE WILL REMAIN A LIGHT SHORTFALL OF MEDIUM-LIFT HELICOPTERS, AND WE RECOMMEND FY-1978 PROVISION OF FOUR ADDITIONAL SUCH AIRCRAFT (\$4 MILLION). THE INCREASED NUMBER OF FORWARD BASES (FIVE) THAT WILL BE REQUIRED THROUGHOUT THE REPUBLIC WILL NECESSITATE AN ADDITIONAL AIRCARGO CAPACITY. THE

EXISTING TWIN OTTER AIRCRAFT HAS JUST COMPLETED 12 MONTHS IN SERVICE AND HAS BEEN FLOWN IN EXCESS OF 100 HOURS PER MONTH. WE RECOMMEND AN ADDITIONAL TWO SUCH AIRCRAFT IN FY 1978 (\$2.5 MILLION).

THE AG HAS AGREED TO RECRUIT THE PILOTS FOR THIS FLEET INCREASE BUT MEXICO IS RAPIDLY RUNNING OUT OF PILOTS WITH ROTARY-WING EXPERIENCE, PARTLY BECAUSE OF INCREASED REQUIREMENTS FOR SUCH PILOTS BY THE PETROLEUM SECTOR. WE THEREFORE RECOMMEND TRAINING IN THE U.S. FOR 25 QUALIFIED MEXICAN FIXED-WING PILOTS TO PERMIT THEM TO OBTAIN ROTARY-WING RATINGS (\$500,000). TOTAL RECOMMENDED COST OF THIS OBJECTIVE WOULD BE \$12.4 MILLION IN FY 1978.

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COSTS IN FY 1979 AND FY 1980 SHOULD BE LIMITED TO REPLACE-
MENT AIRCRAFT (IF NECESSARY) AND TRAINING, WHICH WE
ESTIMATE SHOULD NOT EXCEED \$2 MILLION IN EACH YEAR.

B. OBJECTIVE TWO: TO CONTINUE DEVELOPMENT OF AN AVIATION
MAINTENANCE SECTOR IN THE AG'S OFFICE. THIS OBJECTIVE
IS WELL UNDERWAY WITH THE USE OF AN AMERICAN CONTRACTOR
(E-SYSTEMS), WHO BEGAN WORK ON A FOUR-YEAR PLAN IN
SEPTEMBER 1977. THE ADDITIONAL AIRCRAFT RECOMMENDED ABOVE
WILL REQUIRE AN INCREASE IN MAINTENANCE STAFFING, TO BE
PROVIDED BY THE AG, AND ADDITIONAL SPARE PARTS AND AC-
CESSORIES. WE RECOMMEND ADDITIONAL SPARE PARTS FUNDING
OF \$1 MILLION IN FY 1978, CONTRACT AND SPARE PARTS FUND-
ING OF \$3 MILLION IN FY 1979, AND FURTHER SPARE PARTS
FUNDING OF \$2 MILLION IN FY 1980.

C. OBJECTIVE THREE: TO EXPAND THE EXISTING AG TELE-
COMMUNICATIONS NETWORK AS INCREASED BASES ARE ESTABLISHED

AND TO PROVIDE TO THE AG EQUIPMENT WHICH CAN BE LOANED TO OTHER AGENCIES TO DRAW THEM MORE EFFECTIVELY INTO THE NARCOTICS CONTROL EFFORT. THE SECRETARY OF DEFENSE, FOR ONE, HAS INDICATED A WILLINGNESS TO CREATE ADDITIONAL TASK FORCES TARGETED AGAINST NARCOTICS CULTIVATORS AND TRAFFICKERS, BUT HAS LIMITED COMMUNICATIONS FACILITIES
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THROUGH WHICH THESE TASK FORCES CAN COORDINATE THEIR ACTIVITIES WITH AG PERSONNEL IN THE FIELD. WE RECOMMEND PROVISION OF \$2 MILLION IN TELECOMMUNICATIONS EQUIPMENT INCLUDING RELATED TRAINING IN FY 1978, FOLLOWED BY PROVISION OF SPARE PARTS AND ON-GOING TRAINING IN FY 1979 AND FY 1980 AT AN APPROXIMATE COST OF \$500,000 EACH YEAR.

D. OBJECTIVE FOUR: TO ESTABLISH A NETWORK OF FORWARD BASES IN THE TACTICAL AREAS AND A SYSTEM OF LOGISTIC SUPPORT AT THE FIELD LEVEL TO MAXIMIZE THE UTILIZATION OF MORE EXPENSIVE RESOURCES SUCH AS AIRCRAFT. THIS OBJECTIVE ANTICIPATES THE DEVELOPMENT OF A SERIES OF SATELLITE BASES IN OTHER ZONES MUCH AS CHOIX, SAN JOSE DEL LLANO AND TOPIA SERVE CULIACAN. IT ALSO ASSUMES THAT ADDITIONAL GROUND SUPPORT VEHICLES, SUCH AS FUEL AND WATER TANKERS, WILL BE CREATED BY CONVERTING SEIZED VEHICLES TO THESE SPECIALIZED USES. TO SUPPORT THIS OBJECTIVE, WE RECOMMEND THE ESTABLISHMENT OF A FIELD SUPPORT FUND AMOUNTING TO \$700,000 IN FY 1978, \$500,000 IN FY 1979, AND \$500,000 IN FY 1980.

E. OBJECTIVE FIVE: TO RECRUIT AND RETAIN QUALIFIED PERSONNEL FOR THE ERADICATION AND INTERDICTION PROGRAMS DESPITE SALARY CEILINGS IMPOSED BY GOVERNMENT SALARY SCHEDULES. AS NOTED EARLIER, ROTARY-WING PILOTS AND MECHANICS ARE MUCH IN DEMAND IN MEXICO, AS ARE HIGHLY-QUALIFIED TELECOMMUNICATIONS TECHNICIANS. YET GOVERNMENT POLICY HAS ESTABLISHED CIVIL SERVICE CEILINGS FOR PEOPLE IN THESE CATEGORIES WHICH ARE BELOW THE PREVAILING MARKET PRICE IN THE PRIVATE SECTOR. TO PREVENT THE LOSS OF THESE PEOPLE, WHO ARE THE BACKBONE OF THE AG'S NARCOTICS PROGRAM, WE RECOMMEND CONTINUATION OF THE SALARY
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SUPPLEMENT FUND WHICH HAS WORKED SO EFFECTIVELY DURING THE PAST YEAR. BECAUSE ALL OF THE FUNDS PROVIDED FOR 1977 WERE NOT USED AND HAVE BEEN MADE AVAILABLE FOR 1978,

WE RECOMMEND ADDITIONAL FUNDING OF \$300,000 IN FY-1978,
\$700,000 IN FY 1979, AND \$800,000 IN FY 1980.

F. OBJECTIVE SIX: TO ASSIST THE AG OFFICE IN OBTAINING
ADEQUATE QUALITY AND QUANTITY OF COLOR TOPOGRAPHIC MAPS
WITHIN A REASONABLE TIME TO USE FOR TACTICAL AND
STRATEGIC PLANNING PURPOSES AND HAVE ACCURATE MAPS
AVAILABLE FOR THE SOPHISTICATED ELECTRO-OPTICAL SCANNING
SYSTEM. WE PROPOSE TO FOLLOW THE RECOMMENDATION OF DMA
REPRESENTATIVE WHO CONSULTED WITH AG AND EMBASSY OFFICIALS
AT THE BEHEST OF THE DEPARTMENT AND THROUGH AN AGREEMENT
WITH THE AG, PROVIDE EQUIPMENT, CONSUMABLE MATERIAL,
AND FUNDING TO DETENAL (GOM MAPPING AGENCY) TO PRODUCE
THE PRIORITY MAPS WITHIN TWO YEARS. THE MAPPING PROJECT
WILL BE INCREMENTALLY FUNDED AT \$1 MILLION IN FY-78
AND \$1 MILLION IN FY-79.

G. OBJECTIVE SEVEN: TO DEVELOP AND PLACE INTO OPERA-
TION A RELIABLE EXTENSIVE AREA COVERAGE REMOTE SENSING
SYSTEM WHICH CAN DETECT NARCOTIC PLANTS AT VARYING
STAGES OF MATURITY IN A TIMELY FASHION. WE ASSUME THAT
INITIALLY THE AG WILL BE TASKED TO PROVIDE CERTAIN
FIELD SUPPORT AND GROUND TRUTH DATA WHICH WILL REQUIRE
CONVERSION OF ONE OR MORE OF THEIR EXISTING TWIN-ENGINE
AIRCRAFT FOR SPECIALIZED DATA COLLECTION ACTIVITIES. WE
THEREFORE RECOMMEND THAT \$200,000 BE BUDGETED FOR THIS
PURPOSE IN FY-78, FOLLOWED BY \$500,000 IN BOTH FY-79
AND FY-80. THE BEST COST ESTIMATE ON THE DEVELOPMENT
AND FULL IMPLEMENTATION OF THE SOPHISTICATED REMOTED
SENSING SYSTEM UNDER A U.S.G. CONTRACT WHICH INCLUDES

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TECHNICAL SUPPORT, EQUIPMENT AND SPARES, RELATED TRAINING, AND A HIGH PERFORMANCE JET AIRCRAFT IS DOLS. U.S. 4.6 MILLION. THEREFORE, THIS FUNDING LEVEL IS CHARGED TO THE FY-79 PRESENTATION.

H. OBJECTIVE EIGHT: TO CREATE IN MEXICO A COMPUTERIZED NARCOTICS INTELLIGENCE DATA SYSTEM WHICH WILL PERMIT RAPID RESPONSE TO INQUIRIES ORIGINATING IN THE UNITED STATES AND OTHER COUNTRIES AND SYSTEMATIZE NARCOTICS INTELLIGENCE COLLECTION AND DISSEMINATION WITHIN MEXICO. THIS ACTIVITY IS WELL UNDERWAY WITH CONSIDERABLE TECHNICAL ASSISTANCE FROM DEA. THE ATTORNEY GENERAL HAS OBTAINED THE USE OF OTHER GOM COMPUTER MAINFRAMES AND, WITH US ASSISTANCE, IS NOW INSTALLING TERMINALS IN KEY AREAS. THE CREATION OF ADDITIONAL KEY BASES WILL REQUIRE ADDITIONAL TERMINAL INSTALLATIONS, AND THERE WILL BE ON-GOING COSTS FOR EQUIPMENT RENTAL AND SYSTEM MODIFICATIONS. WE RECOMMEND ADDITIONAL ASSISTANCE TOTALING \$200,000 IN FY-1979 AND \$200,000 IN FY-1980.

I. OBJECTIVE NINE: TO UPGRADE THE PROFESSIONALISM OF INDIVIDUAL FEDERAL JUDICIAL POLICE (FJP) AGENTS BY PROMOTING THE INITIATION OF CAREER DEVELOPMENT COURSES AT THE FJP TRAINING INSTITUTE AND, IF ACCEPTABLE TO THE UNCLASSIFIED

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GOM, PROVIDE FINANCIAL ASSISTANCE TO PERMIT INCREASED PAY AND BENEFITS FOR INDIVIDUAL AGENTS WORKING ON NARCOTICS CONTROL. THIS OBJECTIVE IS POSSIBLY THE MOST IMPORTANT OF ALL THOSE MENTIONED IN THIS MESSAGE BECAUSE IT ASSUMES AN ATTEMPT TO BEGIN A BASIC CHANGE IN MEXICAN NARCOTICS LAW ENFORCEMENT THROUGH TECHNIQUES SO EFFECTIVELY USED IN THE UNITED STATES. WE SUSPECT THAT THE PRESENT AG WOULD BE RECEPTIVE TO THIS OBJECTIVE, ALTHOUGH MUCH NEGOTIATION ON SENSITIVE MATTERS SUCH AS AN EFFECTIVE INTERNAL AFFAIRS INVESTIGATIONS MECHANISM WOULD BE REQUIRED. FOR PLANNING PURPOSES, WE RECOMMEND THAT \$300,000 BE RESERVED FOR THIS IN FY-1978, FOLLOWED BY \$500,000 IN FY-1979 AND \$700,000 IN FY-1980.

5. SUMMARY OF FUNDING: FOR FY-1978, \$17.9 MILLION. FOR FY-1979, \$13.5 MILLION. FOR FY-1980, \$7.2 MILLION. THE ABOVE PROJECT DESCRIPTIONS DO NOT INCLUDE INFORMATION ON PROGRESS TO DATE, GOM CONTRIBUTIONS, ETC., AS THESE SUBJECTS WERE ADDRESSED IN THE NARCOTICS OVERVIEW TRANSMITTED IN REF (B). SIMILARLY, THE FUNDING TABLES REQUESTED IN REF (A) HAVE NOT BEEN PROVIDED BECAUSE ALLOTMENTS AND OBLIGATIONS FOR THE VARIOUS COST COMPONENT CATEGORIES HAVE BEEN CONTROLLED BY THE DEPARTMENT WHICH HAS MORE CURRENT AND ACCURATE DATA

THAN THAT AVAILABLE TO THE EMBASSY.

6. REQUESTED ACTION: THAT DEPARTMENT REVIEW AND PROVIDE COMMENTS ON PROPOSED FY-1978 PROJECTS. LUCEY

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